

The Teachers College

UNIVERSITY MICROFILMS
313 NORTH FIRST STREET
ANN ARBOR, MICH.

Journal...

March, 1960



INDIANA STATE TEACHERS COLLEGE
TERRE HAUTE, INDIANA

VOLUME XXXI

NUMBER 5

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the Teachers College Journal

volume XXXI . . . number 5

Published October, November, December, January, March, and May by Indiana State Teachers College, Terre Haute, Indiana. Entered as second-class matter October 5, 1931, at the Post Office at Terre Haute, Indiana, under act of August 24, 1912

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MARCH COVER

A prospective teacher begins a most valuable aspect of her professional education — student teaching.
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Ramifications of Indiana's 1959 School District Reorganization Law

Fred Swalls

Professor of Education, I. S. T. C.

During the past 25 years, the Indiana legislature has enacted several school corporation reorganization laws, but none of these was designed to bring about the general reorganization of school corporations over the entire State. Chapter 202, of the Indiana Acts of 1959, more popularly known as Senate Bill Number 6, provides for statewide reorganization of Indiana's school corporations.

This law is different from its predecessors in several ways. First, it provides for a large measure of state control over reorganization through a state commission. Second, the law provides for a county committee in each county whose responsibility it is to propose a plan for the reorganization of the corporations within the county. Third, the spirit of the law seems to be that local citizens will study their schools and develop their own plans for reorganization. Fourth, the intent of the law is that reorganization will take place.

The law is similar to many of the others in that the people by election or petition accept or reject the proposals.

It is not the purpose of this article to discuss the detailed provisions of the law because that has been done elsewhere many times. The intent here is to give consideration to some of the changes that are likely to take place in the schools of the state following the reorganization of school corporations, and to point out other needed improvements in Indiana's schools.

Effect on Size and Organization of School Corporations

One of the inevitable results of implementing this law is a reduction

in the total number of school corporations of the state. There are now about 970 corporations in Indiana. These range in size from the smallest township with less than 100 in grades 1-12 to the Indianapolis system with many thousands of pupils in grades 1-12. Some authorities have estimated that after reorganization, the state will contain approximately 300 school corporations.

Such a reduction can only mean that the small school corporation will disappear. Most township school corporations as well as many town and small joint and consolidated corporations will also disappear.

In the reorganized corporations, boards of education will take over the management of the schools. Township trustees in townships that are involved in reorganization will remain as trustees of civil townships. Except where township trustees are made members, ex-officio, of boards of education of the reorganized units, they will no longer have a part in managing schools.

It is hoped by this writer that county committees in their reorganization proposals will follow the method for selecting school-board members that is predominate throughout the nation. In 85 per cent of the school corporations of the nation, school-board members are selected by legal voters on a non-partisan basis. The names of school board candidates, under such a system, appear on a ballot without indication of a political party.

It can be expected that boards of education in reorganized school corporation will select competent school superintendents and staffs to administer the schools. School units without trained administrators will

be very slow to show improvements over the old system.

Effect of Reorganization Upon Administrative Positions

During the 1958-59 school year in Indiana, there were the following numbers of administrative positions.

1. Superintendencies¹	
(1) County Superintendents (elected by township trustees).....	88
(2) City, town, and consolidated superintendents	198
Total	286
2. Principalships²	
(1) High School	671
(2) Junior High School	98
(3) Elementary School	852
Total	1621
3. Assistant Principals³	
(1) Elementary	34
(2) Junior High School	17
(3) High School	121
Total	172
4. Deans⁴	
1) High School Deans	71
(2) Junior High Deans	23
Total	94

It is to be expected that the number of superintendencies will increase with reorganization, and ultimately, the county superintendency as related to township schools will disappear. Under reorganization, the superintendent will be appointed by a board of education and will be the employee of the board, responsible to the board.

Where reorganized units are rather large, the superintendent will need assistants in charge of certain phases of the school program, such as business management, school plant, transportation, audio-visual services, food service, and elementary and secondary instruction. The size of the unit will determine the need for the number of administrative assistants.

In the reorganized school corporations, large high schools will be

¹Indiana State Teachers Association, *Salary and Economics Trends Handbook*, March, 1959, Indianapolis.

²Indiana State Teachers Association, *Circular Number 4*, March, 1959.

³*Ibid.*

⁴*Ibid.*

formed eventually. This will result in fewer but more important high-school principalships. In large high schools, there will be appointed assistant or vice principals. Also, in the organization of larger high schools, more deans of boys and girls will be needed than we now have. There will also be need for a greater number of guidance specialists.

Eventually, many new administrative units will organize their schools under the 6-3-3 plan, and there will be more junior high school principals appointed than we now have. In the junior high schools that are formed more assistant principals, deans and guidance counselors will be needed.

As boards of education in new units begin to reorganize their schools, there will be more elementary schools, grades 1-6 or 1-8, than we now have. This will mean a demand for more elementary principals.

After reorganization there will be as many or more administrative positions than we have under the present system, but the nature of these positions will be different. Most of our present administrators because of their experience and training will be called upon to fill these new positions.

The Present Body of School Law in Relation to School Corporation Reorganization

About half or even more of the body of school law in Indiana has evolved to govern schools in township systems. With the reorganization of school corporations with powers of at least those of a board of education in a fifth-class city, much of the current body of law will be rendered inoperative. This will result in a flood of bills being introduced into the legislature on a hurry-up basis. Such legislation will likely result in many laws pushed by groups with vested interests. Teachers and citizens, as well as legislators, must evaluate very carefully

bills introduced to fill the void of both case and statutory law brought on by reorganization of school corporations. The spirit of Chapter 202, of the Indiana Acts of 1959, is to provide better schools for Indiana children and youth. This basic promise and intent must be guarded by the citizens of Indiana for as long as the citizens have the legal right to do so.

School Costs

The taxpayer is concerned with school costs, and rightly so. School corporation reorganization will equalize school rates to some extent, but many people expect an overall reduction in property tax rates. This probably will not happen.

Research on school costs after reorganization has consistently shown that where new buildings were built and programs were expanded, school costs did not decline.

Eventually, it is necessary in reorganized districts to construct some new buildings and to expand educational offerings. Where such events occur, school costs usually increase rather than decline. The economy in school district reorganization should be measured in terms of what the school-tax dollar buys rather than in the amount of school taxes paid, and economy is more apparent in long term costs rather than in the annual school tax rate.

School Corporation Reorganization Is But One Step in School Improvement in Indiana

The answer to all of our school problems does not lie in school corporation reorganization alone. We have two other basic problems and they are:

1. A modernization of the State Department of Public Instruction.
2. A modernization of sources of tax funds for public education.

The State Department of Public Instruction in Indiana is the result of

an accumulation of laws beginning with the constitutional provision of 1851 which created the state superintendency. It is high time that these archaic laws be replaced with legislation which will permit the organization of a department to meet modern educational needs in the State.

In the main, the reorganization of the state department should begin by placing a general state board of education consisting of lay membership at the head of the state school system. At present, the three commissions of the state board constitute three separate state boards of education because each commission is autonomous within its jurisdiction. Also, the members of the three commissions are primarily school people.

A general state board of education, whose members are laymen, should be empowered to appoint the chief state school officer, and such a board should be empowered to appoint the needed staff in the department upon the recommendation of the chief state school officer. Also, the state board, upon the recommendation of the chief state school officer, should be empowered to organize the department as it deems necessary. Politics should be no more influential in the selection of employees in the state department than they are in any good local school corporation of the State. Until this conditions is met, it will be extremely difficult to hold competent personnel in the department.

Now let us look into the matter of tax structure for Indiana's schools. At the present time state funds are used to meet something less than 30 per cent of the cost of Indiana's schools, while about 66 to 68 per cent of the cost is provided by the local property tax. About two to three per cent comes from federal funds.

The proportion of state support has been decreasing as the cost of education has increased. The local property-tax payer has picked up the

tab for the difference. This condition cannot prevail indefinitely.

The yield of property tax has been weakened by the fact that property assessments for tax purposes have not kept pace with the market value of property in the State. The last official ratio of assessment to the market value of real estate for the entire state is 23 per cent. Back in the depths of the depression, 1931-34, the ratio was about 60 to 65 per cent. This loss in the ratio has been accompanied by a constant increase in school costs plus increased enrollments. It is not difficult to see why

local property tax rates have soared in the last decade.

The 1959 legislature passed a law which is intended to correct the discrepancy between assessments for tax purposes and market value, but this alone will not suffice. Either the state will have to appropriate much more money for schools by raising the rate on gross income tax or by finding other sources of funds. Some have suggested a general sales tax or a net income tax. Some are advocating general federal aid for schools. This writer does not presume to know the answer to this complex

question, but he does know that more funds will be needed and reorganization of school corporations will not solve completely the school finance problems of Indiana.

To attack school corporation reorganization in this State is certainly a step forward, and this should probably come first. However, the problems of the State Department and adequate school finance must also be attacked in order to move forward on a solid front in public education.

Financing Indiana's Schools in the Years Ahead

A Statement presented to the Third Annual Workshop

Indiana Council for Understanding Public Education

Robert H. Wyatt

Executive Secretary of the Indiana State Teachers Association

The general character of this meeting and of the discussions usually held in these sessions causes me to believe that the most important contribution this paper might make would be one in which the issues and problems facing the schools would be identified, together with possible and recommended solutions, rather than an attempt to settle them finally and for all time. For the purpose of providing a framework in which to consider the problem of financing Indiana's schools in the years ahead, I believe we should direct our thinking to the following:

- I. The needs that will face Indiana in the years immediately ahead
- II. The status of Indiana's financing at this time
- III. The development of a point of view or basic philosophy as to the investment of money in education

IV. The sources of revenue now being utilized in Indiana

V. How shall we finance Indiana's schools in the future?

I. The needs in Indiana schools in the years immediately ahead

We have in our Indiana schools at this time approximately 900,000 pupils. For purposes of easy handling, these 900,000 pupils might roughly be considered as 30,000 classroom units. Since our objective in this discussion is primarily an objective of over-all financing, I shall not make any attempt to be technical with reference to units of state support that are now allowed or should be allowed for administrative, supervisory, auxiliary or special purposes.

We are spending at this time approximately \$10,000 per classroom unit for the pupils that we now have with a projected increase over the foreseeable future of approximately

1,000 additional units annually. It can be seen easily that a probable increase in expenditure in the years ahead for new pupils alone will be some \$10,000,000. In addition to these expenditures for new pupils, it is obvious that there are other serious demands for increased expenditures in education, particularly to replace substandard buildings and facilities, to correct substandard wages and salaries of personnel and for the addition of services to existing pupils and to a gradually increasing number of pupils who have not formerly been served by the schools. Added to these demands also will be the cost of extended school terms and generally higher quality instruction. With a \$300,000,000 school expenditure at this time, it would seem clear that a mere 3% increase annually for these additional costs and services would add an additional \$10,000,000 to the annual increase in school costs in our state, which when added to the costs for new children, would amount to \$20,000,000. This rate of increase in school costs has been exceeded substantially in the last 10 years and probably will be in the future.

It does not seem unreasonable, therefore, to think of school costs in Indiana rising by amounts equal to \$20 to \$30 million annually over the

years immediately ahead. A \$20 million increase in school cost next year would mean an increase of 25 cents on the property tax rate on our present \$8 billion assessed valuation in Indiana. It is quite probable that the increased enrollments and increased costs and services will experience a rise more rapid than the assessed valuation of property in our state. It is therefore certainly too conservative to estimate that without additional revenue from sources other than the local community, that local tax rates will be required to rise by 25 cents or more annually in the foreseeable future.

I believe that no reasonable or intelligent person now believes that we shall continue to finance our schools in the antiquated manner now in existence. Anyone who has read any of the modern literature on the subject of taxation, such as the excellent series of articles in *FOR-TUNE* magazine during the last six months, or the many pamphlets and articles prepared and distributed by the National Education Association, or possibly the penetrating analysis of taxation and public services in a recent book by Dr. Kenneth Galbraith of Harvard entitled *The Affluent Society*, knows that the economic and social events of the last half century have produced an economic evolution that has moved much more rapidly than has our thinking and acting on sources of revenue or the ways and means of distributing the cost of public services.

II. The status of Indiana's financing at this time.

In Indiana the costs of education are borne jointly by the state and local communities in the ratio of 30% state and 70% local community. This is practically equivalent to saying that 70% of the costs are derived from property tax sources and 30% from non-property tax sources. This is true because of the fact that the only source of tax open to local communities is the property

tax, and secondly that the major portion of state revenues are now derived from non-property tax sources. To be specific, some 80% are derived from sales or receipts of one kind or another.

When it is considered that the personal income of Indiana's citizens from all sources has risen to five times the amount it was in 1940 while assessed valuation of property has risen to only two times that amount, it becomes clear that the really expanding sources of wealth and income lie in the non-property sources, and that our tax system is failing to recognize the urgent necessity to tap the sources that are most capable of carrying the cost of education and public services.

At the same time that we have seen income sources expand more rapidly than property sources, we have witnessed the percentage of school expenditures derived from property tax sources rise from 60% ten years ago to 70% of a much larger total in 1959. It is needless for me to say what has been happening to property tax rates in Indiana and in other states. Our tax rates for schools alone in Indiana range from \$1 to \$7.37, and the new year promises even bigger things. Unless the Federal Government decides to enlarge its present contribution to public education from approximately 2% to some larger percentage, then it is inevitable that the people of Indiana and all other states must examine with great care the tax structure under education and must devise a more modern and more equitable system of distributing the costs among its various groups of citizens.

III. The development of a point of view or basic philosophy as to the investment of money in education.

We cannot adequately solve the problem of financing education by a combination of our hand-to-mouth policies of grasping for the money from the source that seems easiest

to reach. In some respects we have allowed ourselves to fall victim to words and slogans about the nature of public services and the inherent character of investments by different levels of Government in services that cannot be purchased by the individual citizen alone, but which are imperative in the maintenance of an acceptable cultural level.

Dr. Galbraith in his book *The Affluent Society* has provided us a stimulating comment on this matter. On page 261 he sums up as follows:

"The scientist or engineer or advertising man who devotes himself to developing a new carburetor, cleanser, or depilatory for which the public recognizes no need and will feel none until an advertising campaign arouses it, is one of the valued members of our society. A politician or a public servant who dreams up a new public service is a wastrel. Few public offenses are more reprehensible."

Stated more seriously, Dr. Galbraith outlines the problem as follows:

"The final problem of the productive society is what it produces. This manifests itself in an implacable tendency to provide an opulent supply of some things and a niggardly yield of others. This disparity carries to the point where it is a cause of social discomfort and social unhealth. The line which divides our area of wealth from our area of poverty is roughly that which divides privately produced and marketed goods and services from publicly rendered services. Our wealth in the first is not only in startling contrast with the meagerness of the latter, but our wealth in privately produced goods is, to a marked degree, the cause of crisis in the supply of public services. For we have failed to see the importance, indeed the urgent need, of maintaining a balance between the two.

"This disparity between our flow of private and public goods and services is no matter of subjective judgment. On the contrary, it is the source of the most extensive comment which only stops short of the direct contrast being made here. In the years following World War II, the papers of any major city—those of New York were an excellent

example—told daily of the shortages and shortcomings in the elementary municipal and metropolitan services. The schools were old and overcrowded. The police force was under strength and underpaid. The parks and playgrounds were insufficient. Streets and empty lots were filthy, and the sanitation staff was under-equipped and in need of men. Access to the city by those who work there was uncertain and painful and becoming more so. Internal transportation was overcrowded, unhealthful, and dirty. So was the air. Parking on the streets had to be prohibited, and there was no space elsewhere. The deficiencies were not in new and novel services but in old and established ones. Cities have long swept their streets, helped their people move around, educated them, kept order, and provided horse rails for vehicles which sought to pause. That their residents should have a nontoxic supply of air suggests no revolutionary dalliance with socialism.

"The discussion of this public poverty competed, on the whole successfully, with the stories of ever-increasing opulence in privately produced goods. The Gross National Product was rising. So were retail sales. So was personal income. Labor productivity had also advanced. The automobiles that could not be parked were being produced at an expanded rate. The children, though without schools, subject in the playgrounds to the affectionate interest of adults with odd tastes, and disposed to increasingly imaginative forms of delinquency, were admirably equipped with television sets. We had difficulty finding storage space for the great surpluses of food despite a national disposition to obesity. Food was grown and packaged under private auspices. The care and refreshment of the mind, in contrast with the stomach was principally in the public domain. Our colleges and universities were severely overcrowded and underprovided, and the same was true of the mental hospitals.

"The contrast was and remains evident not alone to those who read. The family which takes its mauve and cerise, air-conditioned, power-steered, and power-braked automobile out for a tour passes through cities that are badly paved, made hideous by litter, blighted buildings, billboards, and posts for wires that should long since have been put

underground. They pass on into a countryside that has been rendered largely invisible by commercial art. (The goods which the latter advertise have an absolute priority in our value system. Such aesthetic considerations as a view of the countryside accordingly come second. On such matters we are consistent.) They picnic on exquisitely packaged food from a portable icebox by a polluted stream and go on to spend the night at a park which is a menace to public health and morals. Just before dozing off on an air mattress, beneath a nylon tent, amid the stench of decaying refuse, they may reflect vaguely on the curious unevenness of their blessings. Is this, indeed the American genius?—Stated more simply and more directly it is something of a tragedy that the subject of taxation has fallen victim to the attacks of those who would reduce public expenditures without reference or relationship to their purposes and their objectives."

The average citizen looks upon any disbursement of money as either an expenditure or an investment. His taxes are looked upon, however, as among the least cherished of his expenditures even though as a matter of fact, they many times constitute an investment in his own health, happiness, and economic well-being as important as any other investment made by him.

It is heartening to note that in the past several months *FORTUNE* magazine, in its discussion of taxation has chosen to allocate taxes for education as an investment rather than as an expenditure. The same was done by the United States Chamber of Commerce some ten years ago when it prepared and distributed an excellent book entitled *Education, An Investment in People*. Not only did the Chamber at that time recognize education as an investment but went to great lengths to document and prove that those states and communities that made larger expenditures for education likewise experienced larger and more wholesome conditions in their social and economic well-being. It proved for instance that in metropolitan areas having the highest level of

education, retail sales per person averaged 20% higher than in those areas with the lowest education levels, and that the purchases of magazines, newspapers, telephones, automobiles and a great host of other new products of industry were substantially higher in those states that had made greater investment in the education of their children.

IV. The sources of revenue now being utilized in Indiana

Taxes levied on the state level can be classified as:

- (a) personal income taxes
- (b) corporation income taxes
- (c) sales and gross receipts taxes
- (d) licensing and fees
- (e) property taxes and
- (f) miscellaneous unclassified taxes

In any analysis of state taxation in Indiana it is most helpful to to examine what is taking place in other states in this respect.

- (a) The property tax has practically disappeared from the realm of state taxation, and in Indiana there is practically no return from this source. The 25 cent county property tax rate created by the 1959 General Assembly is viewed by many as in ultimate effect a state property tax rate. This is true because the collections from the county rate are integrated into the state distribution of funds in such a way as to give the state the benefit of high collections or cause the state to supplement low collections.
- (b) Of the forty-eight states where comparable data are available, there are now thirty-one states that levy a personal income tax and thirty-five that levy a corporation net income tax. Indiana makes no levy in either of these two fields.
- (c) Every state has some form of a sales or gross receipts tax on a few or on many products. Indiana relies very heavily upon this form of taxation, deriving 81.5% of its revenues from that source in 1958. Only three states, Illinois, Washington and West

Virginia equal or exceed Indiana in collection from sales taxes. The range is from 22.3% in Oregon to 84.7% in West Virginia, with an average of 58.6% for the country as a whole.

- (d) States relying most heavily upon personal net income taxes are Delaware with \$46.85 per capita; Oregon with \$46.45 per capita; New York with \$31.80 per capita; and Wisconsin with \$29.57 per capita. The average for all states for personal net income taxes is \$16.31 per capita. States relying most heavily upon corporation net income taxes are New York with \$16 per capita; Oregon with \$14.06; Wisconsin with \$14; and Connecticut with \$13.43 per capita. The average for the country is \$9.57 per capita. Nineteen states have both personal income taxes and corporation income taxes, while only twelve state including Indiana have not enacted either personal net income nor corporation net income taxes.

V. How shall we finance Indiana's schools in the future?

The main reliance in Indiana for state revenues is on the gross income tax. This tax is not a typical sales tax, as sales taxes are viewed in most states, and it is in fact unique in the country. About the only real advantage to the tax is that it is a substantial revenue producer. It has many objectionable features and many inequities. For many taxpayers it has no relation to taxpaying ability, since it is collected equally upon losses as well as gains. One of its most glaring inequities arises from the fact that it is collected only upon receipts from sales within the state and thus discriminates against persons whose sales are intra-state as against those whose sales are made across state lines. Thus many hundreds of millions of dollars of products sent across state lines bear little share of the costs of governmental services, primarily education.

It seems reasonable that the time

has come for Indiana to review its state tax structure in an effort to bring it into line with the developments and the findings that have grown out of our economic changes of the past few decades.

The Elusive Character Of Net Income

All states are under certain serious handicaps in the field of taxation. Chief among these handicaps is the fact that the ultimate source of taxpaying ability, namely, net income, has become so elusive and has taken on such complex national and international characteristics and implications that a state is seriously thwarted in its attempt to measure and tax a reasonable share of the net income of large taxpayers, particularly corporations with multiple plants throughout the country. Three-fourths of the states are attempting to do so, and the United States Supreme Court in a recent decision has provided greater flexibility for the states in taxing the net income of persons and corporations doing business in the state, even those without permanent locations. This tax does, however, require 48 separate tax collecting agencies with high priced personnel capable of dealing with business transactions and accounting procedures of all kinds. Businessmen as well as scholars in the field are coming to recognize that something has to be done on the national level either to bring some standardization into state income taxation or to utilize the simple over-all national powers of Congress and the Federal Government to assess and collect taxes from this source on a national basis and make them available to the states. In line with this thought is the statement of Joel Barlow, president of the Tax Institute, Inc., in which he says "Subject only to the nebulous limitations of the Federal Constitution each state and local government is free to choose whatever form of income tax law it wishes. Unless some method can be devised for obtaining uniformity, particularly as

to the allocation of income arising from inter-state business, the state income tax may create more problems than it solves—Perhaps, only an impartial Federal Tax Commission working with state commissions can solve adequately Federal and state tax structures."

It is clear to be seen that state net income taxes provide in reality a true Federal subsidy to the states since all state taxes are deductible from income for Federal tax purposes. In the case of an individual this deductible procedure saves the taxpayer some 20 to 91% according to his total income and thus siphons it off from the Federal Government to the state government. In the case of corporations the minimum rate of 52% in reality channels to the state government one Federal dollar for each tax dollar paid by the citizens to the state. In addition to this actual Federal subsidy growing out of state income taxes, various observers have proposed additional tax credits on Federal income tax derived from income taxes paid to the state such as now used in the inheritance tax. These devices of course tend to magnify the ability of the state to tap the major source of taxpaying ability, namely the net income of individuals and corporations.

State Competition For Industry Distorting State Taxation

One of the most serious influences now at work in the state tax picture is the tremendously severe competition among states to attract business and industry. Indiana, lying as it does in the center of the great mid west industrial empire, is caught in the toils of this intense struggle. It has resulted in a tax system in Indiana that is heavily weighted in favor of business, particularly large inter-state business. For one thing the gross income tax is not collected on inter-state receipts. Secondly, the incidence of the tax falls heavily upon the small retail establishments and

the wage earners. Thirdly, the intense struggle in Indiana to attract more industry, and consequently more children, has apparently prevented Indiana from engaging in the new favorite activity of many states, namely, taxing their neighbors. Texas and Louisiana for instance have severance taxes on oil and minerals which produce 30% of school expenditures in Texas and 22% in Louisiana. Florida has a series of taxes on tourists through motels and other tourist-used facilities so that it is estimated that some 30% of school costs are paid by the people of other states. New York, because of the location of the great securities exchanges in New York City, is able to collect through its state stock transfer tax many millions of dollars from the citizens of other states whose stock transactions take place by wire through New York City and which activity has little or no relationship to public services needed by the citizens of New York. It is estimated that the people of Indiana pay to the state government in New York approximately one million dollars a year in stock transfer taxes simply because the big stock exchanges are located there. In Indiana, however, since we have such a desire to attract industry, and children, we have chosen to forego most taxes of this character and to retain the gross income tax, which exempts inter-state sales. Our failure to utilize the retail sales tax allows millions of visitors and tourists in Indiana to escape contribution to our state public services and our failure to utilize either corporation or net income taxes likewise excuses the corporations and individuals of our state from the necessity of adding any item of cost to out-of-state purchasers for the purpose of paying taxes to the state of Indiana. To summarize from these observations it would seem that Indiana should give thought to the reform of its tax structure in order to re-allocate the cost of public services more equitably among its own people and to

collect some tax revenues from those who visit our state or buy the products of our productive capacity.

Cooperation on National Level Needed to Protect Taxpayers Who Operate in Several States

As our whole national economy becomes more powerful and more complex and as more and more of our producers become national and international in the scope of their activities, it will become more and more difficult for any state to assess and collect taxes equitably from its taxpayers. At the same time, as each state is forced into greater and greater efforts to construct an equitable state tax system, the various taxpayers in the various states will find themselves taxed by many state tax systems compounded one on top of the other until it might become possible for some taxpayers to be taxed by a number of different states on a fictional net income substantially in excess of the actual net income enjoyed by the taxpayer. The force of these events and economic developments is slowly causing serious students to consider that the simple over-all tax power of Congress and the Federal Government might be called upon to assume some greater responsibility in the whole field of personal and corporation net income taxes.

Should local Communities Attempt to Levy Non-Property Taxes?

In the meantime, however, *Indiana*, I repeat, *should give serious thought to amending or extending its state tax system so that schools can be more equitably financed.* Proposals have been seriously made that the non-property types of taxes should be extended to local communities to levy and collect. Some advantage would accrue from such a law to the large populous communities where retail, wholesale and manufacturing establishments exist. It would, however, be in effect merely an additional tax of one's neigh-

bors since with the speed of transportation, commerce and exchange have long since out-stripped the boundaries of small local communities. A gross income tax for instance enacted in a large city would accrue very great benefits for that city but would in fact be paid by many thousands of citizens in the surrounding areas as they purchase goods and services in the city and would then return home to finance their public schools from whatever remaining funds they may have left.

It therefore seems somewhat paradoxical that in a period when we have recognized so clearly the inadequacies of states to measure and collect taxes from taxpayers operating within our borders; when we have recognized the intense competition of states to devise tax systems that will attract business and industry; when this intense competition has tended to restrict the adequate financing of public services in some instances; when many states are engaging in an intensive search for ways of taxing the people of neighboring states; and when taxpayers operating in several states are faced with the possibility of multiple taxation on income in excess of true actual facts—it would be at least paradoxical if we were to consider turning our attention backward to the task of setting up multiple tax systems in smaller and smaller communities rather than seek on a national cooperative basis to bring ourselves out of the tax chaos that is mounting throughout the country and among the various states.

The property tax on the local level obviously is here to stay. It does not seem likely that any substitute tax will be devised in the near future to replace it. For that reason we may well adjust ourselves to its inevitability and take steps to correct or liquidate its weaknesses and inequities. These corrections should deal with:

- (a) The unrealistic ratio between actual and assessed valuation

- (b) The great lack of uniformity in the assessment of personal property
- (c) A re-examination of tax on intangibles
- (d) A continuing study of the assessment of industrial and commercial property
- (e) An immediate and substantial decrease in the proportion of school costs to be borne by property

Can Indiana Finance Her Schools In The Years Immediately Ahead?

The answer to this question is not hard to find. Indiana's position in this respect is as follows:

- A. Indiana stands 15th in per capita income in the nation.
- B. Indiana stands 44th in the nation in the percentage of aggregate personal income expended for state and local taxes.

- C. Indiana stands 34th in the nation in per capita taxation for state and local public expenditures.
- D. Indiana ranks 31st in the nation in per pupil expenditures for public education.
- E. Indiana stands 35th in the nation in the average length of school term.
- F. Indiana stands 17th in the average salary of classroom teachers.
- G. Indiana provides from state sources some 30% of school expenditures as against the national average of approximately 40% from state sources, standing 32nd in the nation.
- H. Indiana's hodge-podge system of financing school construction is costing her own taxpayers 20% to 30% more for interest charges than a modern system of school financing would cost.

To repeat again, Indiana should move immediately to marshal all of

the intelligence and enthusiasm possible from among the organizations and citizens of the state for a courageous attack upon our tax problems and our financing of schools. In addition Indiana should continue to cooperate with other states in a more vigorous search for solutions to the perplexing problems growing out of myriads of state taxes, and Indiana should join others throughout the country in the search to determine whether and how the taxing powers of Congress and the Federal Government may be utilized with proper safe-guards and with greater tax equity for the solution of our mounting state fiscal problems. Indiana is amply able to do her share in financing any school system that Indiana and our country needs.

The New Frontiers Ahead

Charles F. Schuller

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* The accompanying article is the text of an address delivered by Dr. Schuller at the DAVI National Convention April 13-16, 1959. Dr. Schuller is past president of Department of Audio-Visual Instruction (N.E.A.)

The past year as your President has been a rewarding and stimulating one in many respects. It is a kind of experience which for your own sakes and for the good of the field we represent, I would wish for each of you to have.

In the process I have gotten to know better or to become acquainted for the first time with many fine people in our own and in other fields of education. One is constantly struck with two facts: (1) the able and dedicated character of practically all of these people; and (2) the fact that, irrespective of their fields of particular interest, all are much more alike in their fundamental

views on education than they are different.

This latter fact is of particular significance as we look to the frontiers that continue to rise up ahead of us. For if there is anything that the past three years have taught us in the a-v field, it is that the future development of education must lie in cooperative action among educational organizations of various types. While our work in our individual institutions, communities and states will continue to be of great importance, our objectives for a stronger educational system will be attained more quickly and more effectively if our state and national audio-visual groups work closely with professional organizations in administration, curriculum, ETV, library and others on an increasing number of projects of mutual interest and concern.

A number of you may be aware of the Joint Committee of library and audio-visual people which was organized several years ago by the parent organizations to resolve some problems which appeared to be arising between two fields interested in instructional materials. Not only were we able to resolve the immediate problems satisfactorily but also to make significant progress. I believe, in establishing the kind of competencies needed for instructional materials specialists. The statement which the Committee developed on competencies may well prove a benchmark in the development of sound programs of preparation for instructional materials specialists in the future. It is also significant that the organizations concerned have voted during the past few months to continue this committee for another two-year period and have accepted its recommendations that representatives from the key professional organizations in the curriculum and television fields

be invited to participate in the future work of this committee.

You should all likewise be aware, if you are not already, that it was cooperative activity of a high and effective order between many individuals and a number of organizations which made it possible for the audio-visual provisions to be included in the Defense Education Act and for the Act itself to be passed. The guidance, modern language, and science associations were active in the passage of the Hill-Elliott Bill, and the NEA provided substantial assistance along the way, but I think it is not too much to say that it was the driving effort and support of NAVA and of DAVI and their memberships which in the home stretch, made the difference between victory and defeat. This Law which for the first time establishes the principle of federal support for all levels of the educational system, may well be considered the most important single piece of federal legislation on education in our history.

The alternative to a cooperative attack on educational problems by organizations is a kind of intellectual in-breeding which, while it has certain values, tends to waste overmuch energy on "selling" people who are already sold and to deaden, after a time, their ability to see or to achieve broader objectives. To put it another way, we must first of all be educators with a broad view and only after that specialists in administration, curriculum, instructional materials, and the rest. Unless our goals and our activities as specialists reflect this kind of foundation, the impact we can make on education will probably be transitory and limited.

I would remove at once, on the other hand, any suggestion that our local and state organizations are of secondary importance. Our chance to be heard or to influence others in education, in the first place, can come only through strong and vital

organization at these levels. The important thing to remember is that our organizations at any level are primarily means to legitimate ends rather than ends in themselves. We must, in effect, keep from nailing down ceilings on our endeavors and keep one eye, at least, on the stars beyond—our professional goals. This is quite a trick but is one of the kinds of insurance we need against professional "wheel-spinning." It applies as well at the national level, I might add,—requiring constant reassessment of what we are doing in terms of what we ought to be doing.

It has been my privilege this year to get around to a number of State meetings in various parts of the country. In fact, I have been to five of these during the past month. I have been impressed everywhere with the enthusiasm evidenced by those working in these meetings. In several cases there was evidence of active and forward looking programs in progress. I have been struck, also, with the considerable benefits which might accrue if a number of these people could once a year or so meet with people of similar interests and concerns in nearby or adjoining states. It would seem to be an important step in the right direction if our audio-visual people, librarians, curriculum, and television people were to arrange interstate meetings on subjects of mutual concern.

One of these concerns at the present time must be for all of us the effective implementation of the Defense Education Act. With all its potential benefits and the opportunities which it provides, the challenge is now clearly ours in education to make it work. Without precedent upon which to go and with limited staff available, the U. S. Office of Education has, in my judgment, done a highly commendable job in getting the Act off the ground. I have been in Washington a number of times this year and have been impressed with the dedication, the drive, and the tremendous energy with which those persons

with whom I was privileged to come in contact have been working on this Act. And I came away each time with increased conviction that the educators of this country are fortunate indeed to have men like these working in our interest in Washington.

Now that the basic organization has been accomplished, it is now our turn to show what we can do. At the local level Title III is occupying our principal attention. In the colleges and universities the opportunities to expand our horizons in the effective use of the communications media are beginning to come into focus under Title VII. I shall dwell on neither excepting to emphasize again that much depends on what we do with the benefits now available to us under the NDEA.

It is quite clear that the opponents of federal support for education are still very much with us. Just a few weeks ago, as you may know, the President's Supplemental Budget for the Defense Education Act was cut by two-thirds in the House Appropriations Committee. Fortunately, the cut was restored on the Floor of the House through the able work of many of the people and organizations who helped get the Act passed last summer. Support in the Senate seems probable, but in this business you leave nothing to chance. I hope that each of you will see fit to urge your two state Senators to support the President's supplemental appropriation recommendations for NDEA and the budget for Fiscal 1960. Once adequate funds are provided, however, it becomes increasingly necessary that the expenditure of these funds can be shown to pay off in improved educational results. Here we have a challenge for two reasons. The first is that a number of states seem to see in the NDEA simply an opportunity to add more "things" in their schools without adding much to their thinking about new and better methods of instruction. To all of us who are aware of what audio-

visual materials and methods can do to benefit education, here lies our No. 1 challenge! We must do everything possible in our local schools and school systems to see to it that audio-visual opportunities are not minimized or ignored by those preparing Title III projects. This may require leadership of a high order and, perhaps, some tactful handling of difficult situations, but the stakes were never higher in any of our educational lifetimes.

A second challenge is that one of education's chief problems of modern times has been to demonstrate its effectiveness in terms understandable to the public from which it derives its support. As the schools have moved beyond the three R's to a program of education for all the children of all the people, it has become increasingly difficult to demonstrate the attainment of newer and more significant objectives. Yet this battle for men's minds must be won or we face almost certain retrogression in the years ahead. Let me give you an illustration in a situation now facing our colleges and universities. It may surprise you in this day of crowded campuses to learn that it will still be two years before we have as many youngsters of college age in our country as we had twenty years ago, in 1939. In that year there were slightly less than 9,700,000 of that age; in 1953-54 there were approximately 1,200,000 fewer college age persons in our population. That was the low point after which we have started moving upward toward new peaks. In 1960, we will again be at approximately the same level as in 1939, with 9,730,000 of the right age to go to college. Then the curve turns upward very sharply, the estimate being that at the end of the following five years, an additional 2,500,000 in our total population will be of college age, and that by 1970 the number will have increased by an additional 2,100,000.

If we assume that only 30 per cent of those of college age actually

seek to enter college—and that is a conservative estimate—this means that the United States would require the equivalent of 91 new universities of the present size of Michigan State University to accommodate them.

All over this country college and university administrators are attempting to find solutions to this enormous problem. Unfortunately, the legislatures of the several states are showing little disposition to come to grips with it.

Two solutions are commonly being proposed. The first of these is the offering of a giant program of scholarships with grants being made directly to individuals for use at colleges or universities of their choice. This would have a number of advantages but would be no solution to the problems of the institutions themselves. To encourage more students to go to college, as President Hannah of Michigan State University points out, would only "complicate the financial problems of institutions already struggling under heavy enrollment loads; it would offer no solution to the pressing problem of finding funds with which to construct and equip the buildings they need, to restore the salaries of faculty members to levels commensurate with the importance of the work they perform, and to expand their programs into new areas of human endeavor as new programs are required for this rapidly changing world."

The second solution seriously proposed is that each student should pay an increasingly larger share of the cost of his college education by shifting the burden from society to the individuals themselves. One does not need to think far to spot the serious danger of such a proposal. Its immediate effect would be to price out of educational opportunity the large numbers of able youngsters born into families of limited means. In the process it denies the fundamental tenet that people must be well

informed if they are to make the wise decisions they are called upon to make continually in a democratic nation. It denies the democratic principle that each individual should be entitled to develop his personality, his character, and his intelligence to the outer limits of his capacity. And it denies, further, a fundamental American social philosophy which, if carried to its own illogical end point, really advocates that the state should pay nothing for education at any level.

In America it has long been accepted and agreed that elementary and secondary education at public expense is socially desirable. To take the position that at the end of the 12th grade society no longer benefits commensurately from the education of its people becomes illogical to the point of absurdity when we consider the great numbers of teachers, nurses, preachers, and scientists for which there is urgent demand to name only a few.

A typical answer one receives to such arguments as these is that taxes are already too high and that we cannot afford to spend even as much as we are now spending for education. In this connection, I would commend highly to you the new NEA publication entitled "Can We Afford Better Schools?"

Our national income during the ten year period from 1948-57 has increased a substantial amount. Actually, it was 63 per cent from \$224 billions to \$364 billions in current dollars. After adjustments for inflation, the increase was 39 per cent.

What did this mean in terms of actual per capita income during the same period? Even though our population has grown rapidly, our per capita disposable personal income after taxes increased 38 per cent during the same period or from \$1291 to \$1782 for each man, woman, and child in the United States. After adjusting this for infla-

tion, the increase was still 18 per cent.

What has happened to these dollars? Well, we spent \$78 billion on elementary and secondary education during the last ten years. But during the same ten years, we spent \$110 billion for new and used automobiles, \$127 billion for recreation, and \$151 billion for tobacco, alcoholic beverages and cosmetics.

Now I would expect no one to be particularly shocked at this. It has been going on for years. We, in America, have become used to indulging ourselves and regard it as inherently natural and right that we should be permitted to do so. So long as we can "eat our cake and have it too," the issue is largely a moral one. But what has been happening to the schools and public institutions of higher education during this period of unparalleled national prosperity is more than a moral issue.

While the national income has increased 63 per cent, per capita disposable income has increased 38 per cent, tax dollars have not been going into education at any level in anything like comparable amounts. There has been a modest rise in education's share of all taxes—local, state, and federal—between 1952 and 1957. However, far from sharing comparably with other government services, education is receiving a substantially smaller share of the dollar than it did 25, 35, or 45 years ago.

Now what is the point of all of this? We have indicated that we are considering "Frontiers Ahead". The plight of our higher institutions and the financial situation facing our elementary and secondary schools are cited as illustrations of a frontier which is going to take the best efforts of all of us to win.

We, in education, have traditionally regarded ourselves, and have been regarded by the public we serve, as being apart from and sor-

what above the need for political activity. We have felt secure, in the values which society has traditionally placed upon education as being sufficient to our needs and those of our schools. I would submit that the developments of the last few years demonstrate quite clearly that the situation has changed and that we can no longer rely on the good will of the American people toward education as sufficient assurance of the level of support for education which it must have in the complex world of today.

The battle for tax dollars shows no signs of diminishing in the foreseeable future. As demands upon that society rapidly increase, so do the demands on our education systems. We have the support of our professional organizations, and of the more enlightened citizens committees. But I would point out that these are only as strong as we as individuals enable them to be.

We have demonstrated during the past year what coordinated action by hundreds of individuals can do to influence legislation favorable to our schools. Before the Congress during the past summer was an important Bill which would have extended the benefits of educational television to many more of our schools across the nation. Of much broader scope is the Murray-Metcalf Bill being strongly advocated by our National Education Association, which could go far toward relieving critical school construction needs and the improvement of teachers' salaries. The budget for the third year of the National Defense Education Act will be coming up for consideration in Congress in the session beginning next January. On all of these as well as in your state legislatures and local communities, education needs your positive and aggressive help.

If you have never written or wired your congressman or made known your views on important legislation in your state or local community,

there was never a better time nor a greater need to begin than exists at the present time. It is not that our legislators are opposed to education, but the problems they face are many and complex and it is partly for this reason that they have come to rely increasingly on organized opinion as reflected through so-called "pressure groups" to determine what legislation should be passed. Other professional groups such as the physicians have long since recognized this simple truth and have used it to great advantage. As responsible educators, we can do no less and still be true to the children and young people to whose welfare we have dedicated our careers. This is the way democracy works and I know of no practical alternatives. We have been teaching about democracy in our schools for generations. It is now time that we put that knowledge to work ourselves.

This is not a difficult task though it may involve some risks and will certainly require intelligence in its applications. Probably the most difficult will be to convince ourselves that such drastic action is really necessary and then to jog ourselves and our colleagues into *doing* something about it.

If I may paraphrase for a moment, I would like to quote from William Muehl as he discusses the role of the church in politics today:

"The necessity for relating education to the political process is urgent today. The obvious reason for saying this is the constantly increasing role of government in our highly organized and integrated society. Scores of relationships which were only recently personal in character are now carried on through political channels. The education for children, the care of the indigent, and the establishment of fair standards in many areas of our economic life are partially or completely administered by some arm of the state. This means that they have become political in the broadest sense of the word.

"The individual's obligation to clothe the naked, feed the hungry, shelter the homeless, and provide for an adequate educational system has

not been changed by delegating the power to do these things to some professional agency. Just as one is held legally responsible for the acts of his agents in business, so we are all morally responsible for the acts or defaults of our political officials. We are the beneficiaries of the complexity of our society; and we are therefore, the *culprits* when it behaves in an immoral fashion. Thus, there rests upon every educator, every parent, every citizen the obligation to see that his legal arms, the state, acts in a way that is consistent with his personal moral duty."

The alternative to organized, positive political action by educators in support of education would appear to be an inevitable decline in both the financial and moral sup-

port accorded to education by our society.

The frontiers which I have outlined for you this morning on which we need to concentrate during the years that lie ahead are these:

- The need to work more closely with other professional organizations in education to solve basic problems.

- The need to keep our state organizations strong and vital and at the same time to work much more closely with your National DAVI for the mutual strengthening which this can bring.

- The great need for seeing to it that the National Defense Education Act and for the public schools in particular, its Title III is made to

work and work successfully so that not only its particular benefits but the benefits of additional federal legislation for education can be extended to our schools and colleges.

- And, most of all, that we recognize that we are in changing times and that, if we are to continue to do justice to our profession and to the young people for which it exists, we are going to have to work outside of the classroom as well as in it and extend our influence into those legislative bodies on whom so much the future of education depends.

It can be done, it must be done, and on the basis of my experience with you people, somehow I think that it *will* be done.

A Study of Married Women College Students at Indiana State Teachers College

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(The accompanying article is a summary of Dr. Lee's doctoral dissertation completed at Indiana University, 1959).

An increasing number of married women students are enrolling in our colleges each year. They come with dogged determination to reach their goals in the face of what appear to be rather insurmountable obstacles. They are confronted with problems peculiar to their own family situations and must concern themselves with such matters as children, relatives, homemaking responsibilities, finances, and unusual study schedules. Very little, if any, guidance is available. Often it is needed,—badly!

Women today have longer life expectancies; eleven years more than they had in 1900. They are marrying earlier, at the average age of 20; completing their families earlier, at the average age of 26; and they are only 32 when their youngest children start to school. After this time they can look forward to forty adult

years. These years may be productive years yielding satisfaction and fulfillment for women who have had education and experience to command positions in the business and professional world and/or assume leadership roles in their communities. On the other hand, for women who lack these attributes, they may be unproductive years yielding dissatisfaction, frustration, and loneliness, especially for those who outlive their husbands;—and most of them do.

Flexible college programs which would permit women to combine education and family responsibilities would do much to foster the realization of the greatest potential of the nation's most capable womanpower. Status studies of married women at various types of institutions would provide data on needs, problems, attitudes, and would serve to give direction for initiating programs keyed to the needs of married women

students. Such programs would reflect an awareness of the varied roles of married women students, the continuities and discontinuities in their lives, and equip them more adequately to lead full and creative lives at different stages.

A study to determine the status of married women students at Indiana State Teachers College was carried on at that institution in 1958-59. The purposes of this study were to determine: (1) the trends in the enrollment of married women students; (2) their academic achievement as compared with unmarried students; (3) their problems, goals, and opinions, and (4) the attitudes of their families and friends toward dual roles.

Data were obtained from 267 questionnaires completed by married women students enrolled at Indiana State Teachers College during the spring term 1959, and from interviews with 20 full-time undergraduate married women chosen by stratified random sampling on the basis of the number and ages of their children. Enrollment data were secured from census reports and by questionnaires from eight institutions comparable to Indiana State Teachers College.

The major finding and conclusions were: (1) Approximately one-fourth of the women enrolled at Indiana State Teachers College during the spring term 1959 were married; (2) the percentage of these women was highest in the older age groups; (3) ninety per cent of the married women were vocationally oriented, most of them intent on teacher certification; (4) one-fifth of the married women students had husbands who were college students; (5) eighty-five per cent of the married women felt that their funds were adequate; (6) time pressures were the source of most of the problems mentioned by married women students; (7) the need for counseling was stated most frequently by students in their suggestions of ways the college could serve them better; (8) other suggestions dealt with convenient schedules, housing, child care facilities, and the general acceptance of married women students by college professors; (9) differences in academic achievement of matched pairs of 56

full-time undergraduate married and unmarried women students were statistically insignificant as revealed by the t-test. (10) chi-square calculations indicated differences above the .01 level of confidence in the (a) reactions of older and younger married women students in their opinions regarding graduation before marriage;—older women students wished they had graduated before marriage; (b) attitudes of families and friends toward attendance at college of younger and older students;—approval was greatest for the younger students; (c) attitude of parents and parents-in-law toward the attendance at college of their daughters;—parents were more encouraging than parents-in-law; (d) reactions of part-time and fulltime married women students toward the interference of study with household tasks;—part-time students felt greater interference.

In this study it was recommended that research be initiated to find ef-

fective ways of motivating capable young women to accept realistic goals and to see the values of completing college before marriage. Counseling facilities geared to the needs of college women with emphasis on long term as well as short term goals should be expanded. College women should be instilled with a true perspective of the years ahead and a realization that roles in marriage change with age. Flexible college programs which would permit women to combine education and family responsibilities should be encouraged. It was recommended that housing for married college students and child care facilities in keeping with the current philosophies of child growth and development be explored and expanded in the college community. It was deemed highly desirable that separate categories be kept for men and women in future studies and in records at educational institutions.

High School Newspaper Advisers in Indiana and Their Instructional Program in Journalism

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(The accompanying article is a summary of Dr. Boyd's doctoral dissertation completed at Indiana University, 1960.)

It has been expressed many times at high school journalism meetings in Indiana that no one knew very much about the scholastic journalism program in the state.

Besides the somewhat confused state of journalism instruction there was confusion in the state of the adviser. Unlike band directors, coaches, dramatic teachers, or even radio instructors, the school newspaper adviser had never been well

defined. His requisites for the job were seldom considered.

With these conditions evident and with the secondary schools receiving more attention from the taxpayers because of high costs and constant comparisons with Russian results, it seemed that the teachers as well as the educators and administrators needed to know the current practices and trends in the high school journalism program in Indiana.

Problem

So this study was started to get

a better insight into the high school newspaper advisers in Indiana, their instructional program, and the high school newspaper itself.

Procedure

Evidence was obtained from a four-page questionnaire sent to the high schools in the state that had newspapers. As a means of validating this information, thirteen schools, chosen at random from a list of those who had not replied to the questionnaire, were studied in detail by personal interview. Background material was gained from the literature in the field, correspondence, and interviews.

Findings

Among the major findings from the investigations were:

1. Sixty-three per cent of those in their first year of advisership were not originally hired to be newspaper advisers.

2. The rate of turnover in advisers was high. More than 50 per cent were in their first five years as advisers.
3. Fifty-eight per cent had not had any college journalism courses when they started as advisers, and only eight per cent had taken journalism courses since starting as advisers.
4. Ninety-eight per cent had both editorial and business adviserships, and half were also year-book advisers as well as directors and sponsors of allied activities.
5. Each adviser averaged more than seven hours each week outside the class-room on publications responsibilities.
6. Fifty-five per cent received no extra compensations — fewer classes, more pay, or fewer duties—because of their advisership.
7. Seventy-one per cent taught a full load besides the publications duties.
8. Thirty-six per cent had to do all publications work and instruction outside of class.
9. Forty-four per cent of the schools that had a newspaper were without any organized journalism instruction.
10. Sixty-eight per cent of the schools offered journalism instruction as a separate class; 32 per cent had journalism instruction as units in English.
11. More time in the beginning journalism course was spent on theory than on producing publications, contrary to general belief.
12. There appeared to be little consistency in objectives being sought in the journalism program.
13. The amount of credit a student could receive in journalism courses varied from zero to as many as twelve.
14. The adviser played the largest role in selecting executive as well as regular staff members.

Conclusions

Among the major conclusions reached were:

1. If the newspaper advisership is to become a desirable position and if the school is to be well represented to the public, administrators will have to hire qualified advisers and see that they are not overloaded.
2. There is a need for a definite educational program in the state for qualified journalism teachers.
3. There is a need for a common course of study adopted by the state for teachers to use as a standard.
4. Student publications play an important role in the school and community as well as in the development of the student, so administrators cannot afford to overlook the importance of a qualified adviser and an adequate and more standardized journalism program.

Recommendations

Among the major recommendations reached were:

1. To assure better trained publications advisers, the state should set up more stringent requirements for certification to teach journalism courses and/or advise student publications, and much more care should be made in the selection of journalism instructors.
2. It should be recognized that journalism courses and activities need to be directed by teachers with specialized training.
3. Adequate recognition and compensations should be given the publications adviser so he will be able to direct a more effective program.
4. Journalism should be included in the curriculum as a specific subject. This would help to eliminate untrained staffs, thereby producing better publications and better school and community relations.
5. A common journalism course of study should be adopted and recognized by the state, making it possible to develop a more unified program of instruction and content.
6. Some method on the state level should be devised to stabilize the granting of credits in journalism.
7. Further investigations should be made in all areas of this study to detect changes in practices and trends.

Pleasant Teaching: A Class of Gifted Children

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* Special acknowledgment is given to Dr. Harley Lautenschlager, Principal, Laboratory School and Dr. R. B. Porter, Head, Dept. of Special Education for their encouragement and assistance in this undertaking.

A class of gifted children was taught at Indiana State Teachers College last summer term. It was taught in connection with a work-

shop for teachers interested in teaching academically gifted children. Credit for Special Education 590 was given to participating teachers.

Letters were mailed to principals of the schools in the Terre Haute area asking that children's names be submitted for possible acceptance in this class. A maximum of 25 students

was established. Seventy-seven students were recommended for the program, and it was with real regret that many qualified students had to be rejected. All but two students were from Vigo County.

Specific requirements were that the students must be at least two years accelerated in academic work according to achievement scores, have an I.Q. of 125 or greater on the individual Wechsler Intelligence Scale and be recommended by his teacher. Also, the student should be personally well-adjusted and the school and parents should desire that he participate in the program. A fee of \$35.00 was charged from which \$10.00 was used to defray costs of materials and the expense of various activities that were to be carried on.

The class developed into a group of twenty-four students. The twenty-fifth member was unable to attend, and late notification made it impossible to fill the vacancy. There were four members in the college class which participated in the workshop. Two were music teachers and two were regular elementary classroom teachers.

The curriculum for this class was one of enrichment and was directed to those activities and areas of learning that are difficult to offer in a regular classroom situation.

The first week was spent in orientation, getting acquainted and realizing fully the democratic principles of a classroom situation at its best. The reaction of the students was quick and rewarding. Being allowed to talk freely, ("in a voice that neither shouts nor whispers") selecting areas of interests and planning an agenda of activities was to many of them new and exciting.

Furtive whispering was soon at a minimum and confident exchanges of ideas and opinions followed. The following plans evolved:

9:00—9:10 Announcements and orientation to the day's work

9:15—10:45 Music and Crafts

10:45—11:55 Language Arts and Creative Writing, Astronomy and Biology

The first field trip was short but interesting. The entire group toured the college campus. Individuals began to emerge as promptings became necessary. It developed that many of them had grown accustomed to being told exactly what to do in matters where personal initiative is essential, others missed the exact motion-by-motion directions which were usually given to them in such a situation.

Here, at once, a primary objective of the class became apparent. One child admonished the group by saying, "For Cripes sake! Act like gifted children!" Better attention developed rapidly.

One girl spoke out during an early morning discussion to say, "I'm beginning to feel uncomfortable about something. My big mouth is always going and this class is different. Usually I can say any silly thing in my classes and nobody seems to notice it, but here, I have to watch what I say. These kids are as smart, and some smarter, than I am. Boy! It's rough!"

Trips were taken to a different State Park each week for the second, third, and fourth weeks of the class. A trip to Turkey Run was the first one. It was here that certain members of the group discovered personal traits that they felt needed altering. Matters of group behavior in an outdoor setting became important and evaluations of the trip helped to point up problems. Discussions that followed made it possible for students to see their own behavior and accept the group standards. Behavior problems were practically non-existent after this first trip.

McCormick's Creek State Park introduced the big field of fossils to many while potholes and caves became related as they could see them in all stages of development. At

Turkey Run Park the group climbed steep inclines but most of the descents were gradual. At McCormick's Creek it was interesting to have a student come to the teachers and say, "I just never learned how to walk down a steep hill. How do you do it?"

A trip to Spring Mill State Park was a valuable learning experience. The rebuilt pioneer village with a spinning wheel in action, a grist mill that turned out corn meal while they watched, a museum of pioneer tools and household devices provided a full day of excitement and education. A trip to Donaldson's Cave that was followed by a swim in the lake brought the day's activity to a close.

In other areas a number of worthwhile things went on. One boy constructed a model of the moon from clay. He placed craters in the model, named them and with the astronomy group conducted a panel discussion related to the stars, the moon, and the universe in general. It was excellent discussion presented in a very mature fashion.

A member of the class who was interested in caves gave a report that held the attention of the entire group and was both interesting and informative.

Poetry was written in another group, samples of which appear at the end of the article. Lyrics for songs were written by this group and were set to music by the writers and members of the music class. A dramatization of "The Frog Prince" evolved and was presented to parents and interested spectators in an informal patio setting. Talent was apparent and the desire to participate was general.

The biology group studied different aspects of the world of plants and animals. Phyla of the animal kingdom were learned and demonstrated in booklets showing a typical specimen from each phylum and listing the distinguishing character-

istics of each. One student did a comparative study of the anatomy of the frog and the human. The group went to the science laboratory of the college where a professor of biology demonstrated the circulation of blood by placing a microscope

over the webbed portion of a frog's foot. The frog was anesthetized by a method explained by the professor. The frog was then dissected.

Children in this class showed a continuing enthusiasm for learning and the workshop closed without

any "let-down" but rather with a clear demand for another such experience next year.

College classes are invited to observe this class at any time during the five week period.

TO THE TOP

*Sliding and Slipping down to our knees,
Grasping the branches of bushes and trees,
Crawling and climbing with many a spill,
Trying to get to the top of the hill,
Each choosing the path that he thinks is the best,
Each pausing once in a while for a rest
From some weary climber we hear a loud groan;
Our legs are all aching, our feet are like stone.
We may complain crossly of each tiny hurt
As we scramble a few feet and fall in the dirt,
But we all keep on going though we may often stop,
And at last we all make it up to the top!*

OUR HIKE

*We're off on our hike
We'll have to beware,
To keep our eyes open
To look everywhere.
We'll look for the plants
That seem to be different
And see how the rocks
Have formed through the years.
We'll watch for wild animals
And if we look around
We'll learn if their homes
Are on land or underground.
All the things are so interesting
We learn on a hike
We listen intently while we see
The interesting sight.*

Helenann Coffel

GROWING PAINS

*Why doesn't somebody do what I say?
Why won't the kids play what I want to play?
Why doesn't everyone do it my way?
Oh, it sure makes me mad!
Why when I'm playing or singing a song?
Why then does something have to go wrong?
Why don't things always go nicely along?
Gosh, it sure makes me mad!
Why when I'm being as good as can be,
Does someone always start yelling at me?
I'm being good, you'd think they could see.
Boy, it sure makes me mad!*

Leonor Campbell

THE PIONEERS

*Long, long ago the
Pioneers started their trail west.
Through dust and water
rain and snow they traveled without rest
On and on they traveled
with never a thought of turning back
Riding in the wagon
all day long following the beaten track
The hardships they experienced
were many, not a few
They rose up early in the morning
while the grass was wet with dew
We owe a lot to the Pioneers
They helped our country in its early years.*

Helenann Coffel

Modern Education Was Criticized a Century Ago

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"I am heartily sick of this modern mode of education. Nothing but trash will suit the taste of people at this day." Was the afore-written statement uttered by one of the many contemporary critics of our

schools? No, it was written over a century ago as the introductory passage to a practice on elocution.

Like so many engaged in education, this writer is fascinated by old books, and as bibliophiles the world

over, I am frequently pre-occupied with thoughts of picking up a rare first edition for the price of a good cigar. It was with this thought that I thumbed through a stall of second-hand books that were being sold to benefit a local charity. I made a purchase of five books; the total price was twenty-five cents. One of the volumes purchased was modestly entitled *The Progressive Fifth, or Elocutionary Reader; in Which the Principles of Elocution are Illustrated by Reading Exercises in Con-*

nection With the Rules for the Use of Schools and Academies. The date of this text: 1856.

I browsed through the volume's 504 pages with the anticipation of gaining new insights to the teaching methods of our professional ancestors. Lesson XIV, "Modern Education," composed by an anonymous author, captured my attention—as I imagine it would capture the attention of anyone who follows the current educational controversy in the newspapers. The characters of this elocutionary dialogue are the preceptor of an ante-bellum academy and the parent of a pupil, who was being offered for enrollment in the academy. I offer the lesson's original text; the reader is left to draw his own conclusions.

(Preceptor alone)

I am perplexed beyond all endurance with these frequent solicitations of parents, to give their children graceful airs, polite accomplishments, and a smattering of what they call the fine arts; while nothing is said about teaching them the substantial branches of literature. If they can but dance a little, fiddle a little, flute a little, and make a handsome bow and courtesy, that is sufficient to make them famous in this enlightened age. Three fourths of the teachers of those arts, which were once esteemed most valuable, will soon be out of employment at this rate. For my part, I am convinced, that if I had been a dancing-master, music-master, stage player, or mountebank, I should have been much more respected, and much better supported, than I am at present.

(Enter Parent)

Parent. Your humble servant, sir. Are you the principal of this academy?

Precep. I am, sir.

Parent. I have heard much of the fame of your institution, and I am desirous of putting a son, of about twelve years of age, under your

tuition. I suppose you have masters who teach the various branches of the polite arts.

Precep. We are not inattentive to those arts, sir, but the fame of our academy does not rest upon them. Useful learning is our grand object. What studies do you wish your son to pursue?

Parent. I wish him to be perfected in music, dancing, drawing, etc., and as he possesses a promising genius for poetry, I would by all means have that cultivated.

Precep. These are not all the branches, I trust, in which he is to be instructed. You mention nothing of reading, writing, arithmetic, language, etc. Are these to be wholly neglected?

Parent. Why, as to these *every-day* branches, I cannot say I feel very anxious about them. The boy reads well now; writes a decent hand; is acquainted with the ground rules of arithmetic, and pronounces the English language genteelly. He has been a long time under the care of Mr. Honestus, our town school-master, who has taught him all these things sufficiently; so that I think any more time devoted to them would be wasted.

Precep. If he is such an adept that there is no room for his progressing in those arts, yet I think at least there is need of practice, lest, at his age, he should forget what he has learned.

Parent. That I shall leave to your discretion. But there is one branch of great importance, which I have not yet mentioned, and to which I would have particular attention paid; I mean the art of speaking. You will find him not deficient in that respect; though perhaps it requires as much practice to make one perfect in that, as in any art whatever. He has learned by heart a great number of pieces, and has acted a part in several comedies and tragedies with much applause. It has been the custom of our master

to have an exhibition at least once a quarter; and my son has always been considered as one of his best performers. He lately took the part of Jemmy Jumps, in the farce called "The Farmer;" and acted it to universal acceptance.

Precep. I must confess, sir, that your account of your son does not appear to me to be very flattering.

Parent. Why so, pray? Have you not an ear for eloquence?

Precep. Indeed, I have, sir. No man is more charmed than I am with its enrapturing sounds. No music rests sweeter on my ear than the melodious notes, proceeding from the mouth of a judicious, well-instructed, and powerful orator. But I must tell you plainly, that I am by no means pleased to see parents take so much pains to transform their children into monkeys instead of men. What signs of oratory do you imagine you can discern in a boy, rigged out in a fantastical dress, skipping about the stage like a baboon, in the character of Jemmy Jumps, Betty Jumps, or any other jumper?

Parent. Do you not approve of exhibitions then?

Precep. Not much, I confess, in the way they are generally conducted. A master who has four in a year, must necessarily rob his pupils of one quarter of that time, which in my opinion, might be much better employed in attending to what would be useful for them in life.

Parent. What can be more useful for a child, under such a government as ours, than to be able to speak before an audience with a graceful ease, and a manful dignity? My son, for ought I know, may be a member of Congress before he dies.

Precep. For that very reason, I would educate him differently. I would lay the foundation of his future fame on the firm basis of the *solid sciences*, that he might be able in time to do something more than

(Cont. on page 126)

Rational Conscience and Public Education

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The necessity for public education in a democracy has long been a topic of philosophical inquiry. This article will attempt a discussion of the issue from a child development point of view.

Havighurst has advanced two concepts which are pertinent: the authoritarian conscience and the rational conscience. The authoritarian conscience develops as a result of parental contact. What the mother or father regards as right, good, or proper tends to have a positive value to the child. Similarly, a negative parental position on specific behavioral issues is introjected by the child. It is not difficult to perceive the effects of such a conscience. The parental position is the right position because it is the only one known to the young child. If for example, Johnny's mother tells her son that good boys speak only when spoken to and naughty boys interrupt grownups, Johnny has a basis for judging the "goodness" or "badness" of his playmates. Whether it is a sound basis for judgment is questionable. Nevertheless, there are no intermediate positions for Johnny. Good boys do what their mothers tell them to do; bad boys behave contrary to their parents' wishes. In one respect this makes the world a less complicated place in which one has to make his way.

The rational conscience develops as the child has increasing contacts with his peers. Through experiences with his schoolmates and neighborhood chums a child learns of the similarities and differences of the concepts of right and wrong held by his associates. Returning once again to the adventures of Johnny, he is found playing at Phillip's house. Phillip's mother is engrossed in a

conversation with a friend when Johnny observes Phillip rush up to her and request money for ice cream without waiting to be acknowledged. Johnny expects Phillip to be scolded or to be reprimanded by a refusal of his request, but he is surprised when Phillip's mother makes no mention of her boy's behavior and gives him a coin. Johnny is confused, for Phillip has behaved badly in his eyes and therefore should have been disciplined. Repeated experiences with other children of differing backgrounds help Johnny to become more flexible about right and wrong. As he moves into later childhood, he learns that there are gradations of right and wrong rather than absolutes. Black and white are extremes with many shades of grey in between.

The rational conscience has developed within an individual when he is able to recognize that what appears correct and good to him is not, nor should it necessarily be, right and good for the next person. It is evident that the rational conscience must be developed within each individual member of a democratic society if that society is to prevail and progress. Democracy implies the recognition of individual differences in behavior and values, with the opportunity to develop as a human being based primarily upon one's abilities and motivation, rather than up one's beliefs or skin color.

The implications of these concepts for public education may now be discussed. Schools which gerrymander their districts so that they develop a relatively homogeneous population of students are defeating one of the major purposes of public education. In some cases, children are attending schools which have limited the districts they serve in

such a manner that the beliefs and values of pupils and teachers alike are almost identical. Instead of a sharing of the benefits of different value systems which stimulate and encourage the development of sound rational consciences, there is a continual reenforcement of parental values. The teacher may discuss other points of view with her charges, but they cannot be accepted for their intrinsic worth when they are foreign to almost all the members of the class. Each child finding himself in agreement with every other child on moral issues may be readily convinced that children who think differently are wrong. It is not too difficult to imagine the lack of acceptance of people who differ in their beliefs by those who have grown up in moral uniformity.

Public education is the prime democratic institution for encouraging the development of the rational conscience so necessary to the perpetuation of a liberal society. The coming together of children of differing backgrounds, the socialization with teachers whose values differ in many respects from their parents enables the development of the rational conscience to take place and to help create a respect for and the acceptance of individuals possessing dissimilar points of view.

It may be argued that children have friends outside their classes and that these may come from differing backgrounds. This most certainly occurs, but it is a rather haphazard arrangement and cannot be considered an adequate substitute for a heterogeneous school population. Differing value systems examined fairly under the guidance of skilled and objective school personnel may be classified as a democracy-integrating activity, while the reenforcement of values based upon the authoritarian conscience is a democracy-disintegrating activity.

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A Study of the Qualities of the Ideal College Teacher

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There is need for constant improvement in teaching at all levels of the educational ladder, elementary, secondary, and the college. It is rather commonly agreed that the best job of teaching is done in the elementary and the poorest in the college classrooms.

In an effort to get a more accurate idea of the qualities of an ideal teacher in higher education this study was made during the spring quarter of 1959. Over 500 student responses were used in final rankings of the ten traits of the ideal teacher. Student were both male and female and were from all four college classes. The students were asked to rank the check list of teacher qualities and also to make spontaneous comments on this judgment of the ideal instructor.

Ratings of Ten Qualities

Listed here are the ratings and rankings of the ten qualities of an ideal college teacher by male, female, class, and total rating of the men and women and also the grand total. There is no question about first place. Students want college teachers who can give good lectures. That is unanimous. Careful evaluation and testing was given a consistently high rating indicating that the college student expects to be fairly marked on work done. The study shows that college young people admire the instructors who know their "stuff." Also there is respect for teachers who can conduct good class discussion by use of lead questioning.

It is interesting to note, however, that little value is attached to the ability of instructors to stimulate students to carry on research work and

to cause students to make good use of the library. This certainly does not indicate disrespect of these qualities but more likely shows a lack of realization by students of the value of research and library use in the well developed student.

Special Comments on Good College Teaching

Students were asked to write in some comment on their idea of the good college teacher. Here are some

of the significant comments: "should not have favorite students," "strict but not severely so," "should have a good personal philosophy," "the good teacher doesn't try to flunk you," "clean speech," "should challenge his students," "must command respect," "good teaching doesn't leave me with an empty feeling," "takes an interest in all of his students," "should stimulate intellectual growth of student," "patience," "praise students for good work," "more explanation," "help when students need help," "teach on student level," "stimulates you to do your best," "neat dress," "draw entire class into discussion," "inspiring personality," "inspire student to work harder," "should not act like a know-it-all," "good teacher-student relations," "I leave too many classes

TABLE OF RANKINGS OF TEN QUALITIES

	Freshman Male	Freshman Female	Soph. Male	Soph. Female	Junior Male	Junior Female	Senior Male	Senior Female	Total Male	Total Female	Grand Total
1. His lectures are interesting, inspiring, clear, and worthwhile	1	1	1	1	1	1	1	1	1	1	1
2. He asks keen lead questions in class and stimulates good discussion	5	5	6	3	2	4	3	3	4	3	3
3. He is especially cooperative and helpful to the slower student ..	2	4	4	7	5	5	8	7	5	5	5
4. He stimulates his students to do special research work in the subject	9	9	9	9	9	9	9	9	9	9	9
5. He gets his students to make good use of the library	10	10	10	10	10	10	10	10	10	10	10
6. He is a careful evaluator—his tests are sound and complete and his grading is accurate and fair	3	2	2	2	3	2	2	4	2	2	2
7. He has a proper sense of humor in his student contacts	6	6	5	6	8	8	5	6	6	7	6
8. He is highly personable at all times in dress, voice, social grace and manners	7	7	7	4	7	7	6	5	7	5	6
9. He is a person of strong character himself and inspires his students to emulate him	8	8	8	8	6	3	7	7	7	7	8
10. He knows his "stuff"	4	3	3	5	4	6	4	2	3	4	3

not knowing what happened," "he should not embarrass students in class," "good use of English," "no hit-and-miss classes," "keep eye on the end product," "knows direction he is going," "proper preparation for classes," "creates true interest," "too much busy work," "presents new and stimulating experiences," "creates enthusiasm for learning," "allows for expression of student ideas," "should be conscientious," "should give a guy a break once in a while," "conduct an orderly class," "should be well read," "should keep

a democratic atmosphere," "should admit when he is wrong," "sincere in his profession," "heart to heart talk with student," "clear assignments," "sets good example," "use material that is useful," "makes student feel at ease," "a good vocabulary," "use new tests each time," "no prejudices," "should be friendly," "should draw an occasional chuckle."

Conclusions

The study indicates that an ideal college teacher in the eyes of a stu-

dent is one who can deliver good lectures, is a reliable evaluator, knows his "stuff," is helpful to the slow student, is personable at all times, and has a proper sense of humor.

It is also evident that there is much work to do to develop a fuller appreciation by students of the worth of research work and the use of the library in present day college education.

MODERN EDUCATION WAS CRITICIZED A CENTURY AGO

(Cont. from page 123)

a mere parrot or an ape, which is capable only of speaking the words, or mimicking the actions of others. He should first be taught to read. He should likewise be taught to compose for himself; and I would not be wanting in my endeavors to make him a speaker.

Parent. Surely, Mr. Preceptor, you must be very wrong in your notions. I have ever pursued a different plan with my children; and there are none in the country, though I say it myself, who are more universally caressed. I have a daughter that has seen but fourteen years, who is capable of gracing the politest circles. It is allowed that she can enter, and leave a room, with as much ease and dignity as any lady of quality whatever. And this is evidently owing altogether to her polite education. I boarded her a year in the capital, where she enjoyed every possible advantage. She attended the most accomplished masters in the ornamental branches of science; visited the genteel families, and frequented all the scenes of amusement. It is true, her letters are not always written quite so accurately as could be wished; yet she dances well, plays well on the piano-forte, and sings like a nightingale.

Precep. Does she know the art of making a good pudding? Can she darn a stocking well? Or is she capable of patching the elbows of her husband's coat, should she ever be so lucky as to get one? If she is to remain ignorant of all such domestic employments, as much as I value her other accomplishments, and as much as I might be in want of a wife, I would not marry her with twice her weight in gold.

Parent. Her accomplishments will command her a husband as soon as she wishes. But so long as a single cent of my property remains, her delicate hands shall never be so unworthily employed.

Precep. But suppose a reverse of fortune should overtake you, what is to become of the child; as you say she understands nothing of domestic affairs? Will it be more honorable, do you imagine, for her to be maintained by the charity of the people, than by her own industry?

Parent. There are many ways for her to be supported. I would not have you think she is wholly ignorant of the use of the needle, though she never employed it in so disgraceful a manner as that of darning stockings! Or botching tattered garments! But we will waive that subject, and attend to the other. Will you receive the boy for the purposes before mentioned?

Precep. Why, indeed, sir, I cannot. Though I am far from condemning altogether your favorite branches, yet I consider them all as subordinate, and some of them at least, totally useless. We devote but a small portion of our time to the attainment of such superficial accomplishments. I would therefore advise you to commit him to the care of those persons who have been so successful in the instruction of his sister.

Parent. I confess I am so far convinced of the propriety of your method, that, if you will admit him to your academy, I will renounce all right of dictating to you his lessons of instruction, except in one single instance; and in that I am persuaded we shall not disagree; I mean the art of speaking.

Precep. I shall agree to that only under certain limitations. That is an art which undoubtedly demands our solicitous attention; but it ought never to be pursued to the injury of other studies. I am sensible that it is no less useful to a pupil than entertaining to an audience, to exercise him occasionally on the stage in declaiming judicious and well written compositions, and pronouncing such selected dialogues, as will tend to give gracefulness to his attitude, and familiarity to his tone and gestures. But what can be

more disgusting than to see females, whose chief excellence consists in their modesty and silence before superiors, encouraged to reverse the order of nature by playing the orator on a public stage!

Parent. Then it seems you do not approve of females speaking at all. *Precep.* Not on a public occasion out of the school-room, and before a promiscuous audience, unless I wished to see them divested of half their charms. Such masculine employments as ill become them, as the

labors of the field, or the habits of the stronger sex. I would have them, however, thoroughly educated in all the different branches of the solid sciences and polite literature, as well as in the fine arts; but nature never designed them for public speakers.

Parent. Why, you differ widely from many, whose pride it is to be considered as the standards of modern taste. But you have made me so far a convert to your sentiments on this subject, and given me such proofs of your superior judgment in the edu-

cation of youth, that I am determined to commit my son, without any reserve, to your care and instruction. Till you hear from me again, I am, your obedient servant.

FROM: The Progressive Fifth, or Elocutionary Reader; in Which the Principles of Elocution are Illustrated by Reading Exercises in Connection With the Rules for the Use of Schools and Academies.

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